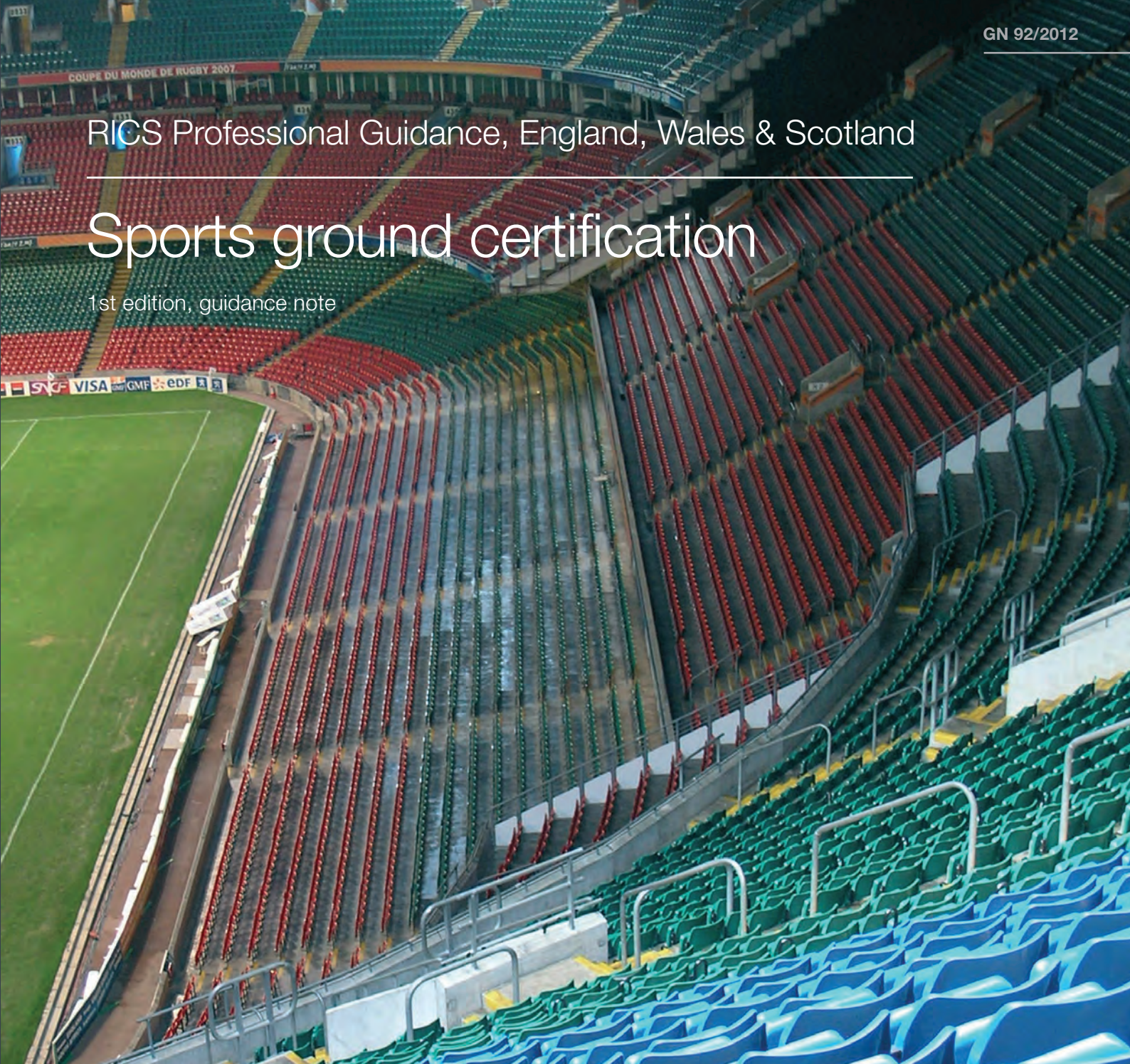


RICS Professional Guidance, England, Wales & Scotland

# Sports ground certification

1st edition, guidance note



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# Sports ground certification

RICS guidance note

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# Contents

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<b>Acknowledgments</b>	<b>iv</b>
<b>RICS guidance notes</b>	<b>1</b>
<b>Introduction</b>	<b>2</b>
<b>1 Summary of legislation</b>	<b>3</b>
1.1 Introduction	3
1.2 The Safety of Sports Grounds Act 1975	3
1.3 The Safety of Sports Grounds Regulations 1987	4
1.4 The Fire Safety and Safety of Places of Sport Act 1987	4
1.5 The Safety of Places of Sport Regulations 1988	4
1.6 The Football Spectators Act 1989	5
1.7 The Licensing Act 2003	5
1.8 The Public Health Acts Amendment Act 1890	5
1.9 The Regulatory Reform (Fire Safety) Order 2005	6
1.10 The Sports Grounds Safety Authority Act 2011	6
1.11 Football specific legislation	6
<b>2 Certification</b>	<b>8</b>
2.1 Issuing safety certificates	8
2.2 General safety certificates for designated grounds	8
2.3 General safety certificates for regulated stands	8
2.4 Special safety certificates	9
2.5 Certificate style	11
2.6 Content	11
2.7 Fees, appeals and notices	11
2.8 Process	12
<b>Appendix 1: Further guidance</b>	<b>22</b>
<b>Appendix 2: Direct and associated legislation</b>	<b>23</b>
<b>Appendix 3: Stakeholder involvement</b>	<b>25</b>
<b>Appendix 4: Templates</b>	<b>26</b>

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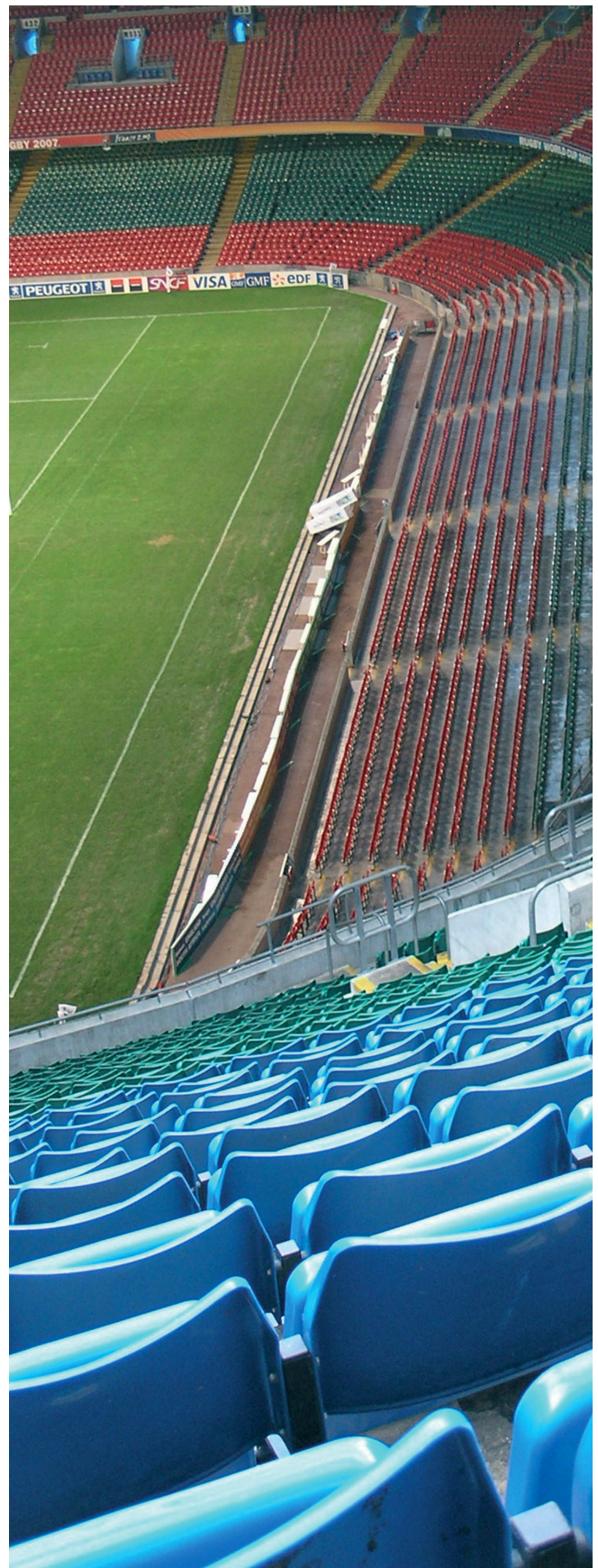
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# RICS guidance notes

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**This is a guidance note. Where recommendations are made for specific professional tasks, these are intended to represent 'best practice', i.e. recommendations which in the opinion of RICS meet a high standard of professional competence.**

Although members are not required to follow the recommendations contained in the note, they should take into account the following points.

When an allegation of professional negligence is made against a surveyor, a court or tribunal may take account of the contents of any relevant guidance notes published by RICS in deciding whether or not the member had acted with reasonable competence.

In the opinion of RICS, a member conforming to the practices recommended in this note should have at least a partial defence to an allegation of negligence if they have followed those practices. However, members have the responsibility of deciding when it is inappropriate to follow the guidance.

It is for each surveyor to decide on the appropriate procedure to follow in any professional task. However, where members do not comply with the practice recommended in this note, they should do so only for a good reason. In the event of a legal dispute, a court or tribunal may require them to explain why they decided not to adopt the recommended practice. Also, if members have not followed this guidance, and their actions are questioned in an RICS disciplinary case, they will be asked to explain the actions they did take and this may be taken into account by the Panel.

In addition, guidance notes are relevant to professional competence in that each member should be up to date and should have knowledge of guidance notes within a reasonable time of their coming into effect.

## Document status defined

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RICS produces a range of standards products. These have been defined in the table below. This document is a guidance note.

Type of document	Definition	Status
RICS practice statement	Document that provides members with mandatory requirements under Rule 4 of the Rules of Conduct for members	Mandatory
RICS code of practice	Standard approved by RICS, and endorsed by another professional body that provides users with recommendations for accepted good practice as followed by conscientious practitioners	Mandatory or recommended good practice (will be confirmed in the document itself)
RICS guidance note	Document that provides users with recommendations for accepted good practice as followed by competent and conscientious practitioners	Recommended good practice
RICS information paper	Practice based information that provides users with the latest information and/or research	Information and/or explanatory commentary

# Introduction

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This guidance note will assist practitioners to gain an understanding of the legislative framework by which reasonable levels of safety at sports grounds can be achieved. It will also be useful for people involved in the process, in local authorities and the associated services (e.g. safety officers, event organisers, fire service, ambulance service and the police).

Sports grounds are places where some of the greatest dramas are played out in front of audiences worldwide. It is the duty of sports grounds practitioners to ensure those dramas are limited to the sport and not associated with disaster and loss of life.

For the purpose of this guidance, a sports ground is a place where sports or other competitive activities take place in the open air, and where accommodation has been provided for spectators.

Safety at our sports grounds is achieved within a framework of statutory certification established by the *Safety of Sports Grounds Act 1975*. Practitioners with a responsibility for safety at sports grounds will need a full understanding of the certification process if they are to discharge their responsibilities competently.

The certification process requires a planned and integrated approach to the fabric and layout of the sports ground, the safety systems and equipment, and the procedures and personnel for managing spectators. No element should be considered in isolation but rather be seen as part of the whole within a democratic framework of consultation and communication.

This guidance note is intended to be complementary to the advice given in the various guides such as the *Guide to Safety at Sports Grounds* ('the Green Guide') as well as *Sports Grounds Safety Authority Guidance on Safety Certification* and guidance issued by the London District Surveyors Association, Health and Safety Executive, and the Core Cities Group of Local Authorities.

Safety at sports grounds forms an integral part of the RICS APC competency framework, and this guidance forms an essential background document for APC candidates to help them appreciate the complexities of the subject.



# 1 Summary of legislation

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## 1.1 Introduction

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The following section is purely signposting areas of legislation for consideration and no legal interpretations have been made.

## 1.2 The Safety of Sports Grounds Act 1975

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The *Safety of Sports Grounds Act 1975* came into force on 1 September 1975 following the Wheatley Committee recommendations set up in 1972 in response to a large number of spectators who died in a disaster at Ibrox Park, Glasgow. Following the recommendations of the Committee, the *Safety of Sports Grounds Act 1975* appeared on the statute books.

The Act makes provision for the secretary of state for culture, Olympics, media and sport to designate a sports ground as requiring a safety certificate. The secretary of state may designate any sports ground which in their opinion has accommodation for more than 10,000 spectators, or more than 5,000 spectators where the sports ground is occupied by a Premier League or Football League club but not the lower leagues such as the Conference League and below.

The Act defines a sports ground as a place where sports or other competitive activities take place in the open air, and where accommodation has been provided for spectators, consisting of artificial structures, or natural structures artificially modified for the purpose.

Once a ground has been designated it is an offence to admit spectators to the ground unless an application has been made to the certifying authority, i.e. the appropriate county council, metropolitan council or unitary authority. It is the responsibility of the certifying authority to satisfy itself that the applicant is a qualified person, which is defined under the Act as a person likely to be in a position to prevent contravention of the terms and conditions of a certificate.

The Act requires the certifying authority to issue a safety certificate to the qualified person and to include in the certificate such terms and conditions considered necessary or expedient to secure the

reasonable safety at the ground when it is used for the activity, or activities, specified in the certificate. The certifying authority is also required to send a copy of any application to the police, the fire and rescue authority (if the certifying authority are not the fire and rescue authority) and the building authority (if the certifying authority are not the building authority) and to consult them about the terms and conditions to be included in the certificate. Once a certificate is issued, it is an offence to contravene any of its terms or conditions.

Under the provisions of the Act, any authorised persons from the certifying authority, police, the fire and rescue authority (if the certifying authority are not the fire and rescue authority) and the building authority (if the certifying authority are not the building authority), may enter and make inspections of the sports ground at any reasonable time.

The Act also makes provision for the certifying authority to issue a notice prohibiting or restricting the entry of spectators to all or part of a sports ground where, in its opinion, there is a serious risk to their safety. This power extends to all sports grounds not just those which have been designated, or that contain a regulated stand.

In summary, the Act provides:

- (a) that sports stadia with a capacity, or potential capacity, of more than 10,000 spectators, or more than 5,000 spectators for football, should have a safety certificate
- (b) an obligation on the local authority in question to issue safety certificates
- (c) a discretion on the local authority to include such terms and conditions as are necessary or expedient to secure reasonable safety
- (d) a right of appeal against decisions of the local authority
- (e) that the police and (where appropriate) building authority be consulted in such matters
- (f) an emergency procedure to close grounds or restrict their use when matters of safety give cause for concern
- (g) powers of entry and penalties for offences.



### 1.3 The Safety of Sports Grounds Regulations 1987

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The *Safety of Sports Grounds Regulations 1987* came into force on 1 January 1988.

The Regulations outlined the necessary procedural approach in enforcing the objectives of the *Safety of Sports Grounds Act* (as amended) and thus promoted consistency of approach by those involved.

The changes brought the Regulations in line with those associated with the *Fire Safety and Safety of Places of Sport Act 1987*.

### 1.4 The Fire Safety and Safety of Places of Sport Act 1987

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The Act served to amend and extend several existing items of legislation; the *Fire Precaution Act*, the *Safety of Sports Grounds Act* and the *Local Government Miscellaneous Provisions Act* are the principal three.

Part III of the Act extended safety certification beyond grounds designated under the *Safety of Sports Grounds Act 1975* to include any covered spectator accommodation for 500 or more spectators at non-designated grounds.

Under the provisions of the 1987 Act, the local authority is required to determine whether any, and if so which, of the stands at sports grounds in its area are regulated stands, i.e. have covered spectator accommodation for 500 or more spectators. In making that determination, the local authority is required to follow the statutory guidance given in Home Office Circular 97/88. For precise details local authorities should refer to the Circular, a copy of which is available on the Sports Grounds Safety Authority website at [www.safetyatsportsgrounds.org.uk](http://www.safetyatsportsgrounds.org.uk)

Where a local authority has determined that a stand is a regulated stand, the Act requires that the authority notify the person who would appear to qualify for the issue of a certificate of their preliminary determination. The Act provides for an appeal to be made against the local authority's preliminary determination, but in the absence of such an appeal it becomes a final determination after two months. It is an offence under the Act to admit spectators to a stand meeting these criteria,

which has been determined to be a regulated stand, unless a safety certificate for the stand is in place.

The provisions for the consideration of any application for a regulated stand safety certificate, the terms and conditions it may contain, the process of determining those terms and conditions and the scope of any enforcement action, mirror the provisions in the *Safety of Sports Grounds Act 1975* but are limited to the regulated stand, or stands, rather than the sports ground as a whole.

So far as amendments and extensions to the *Safety of Sports Grounds Act 1975* are concerned, they are summarised as follows:

- (a) the distinction between sports grounds and sports stadia is removed
- (b) the secretary of state was given the power to designate all outdoor venues, e.g. athletic tracks, dog tracks, cricket grounds, etc. which have spectator accommodation over 10,000
- (c) the secretary of state is able to alter the 10,000 spectator level, although not in such a way as to remove existing designations
- (d) the use of prohibition notices by the local authority instead of the procedure of applying for a Magistrates' Court order
- (e) the introduction of a requirement for general safety certificates for covered spectator accommodation in stands at non-designated sports grounds with a capacity for 500 or more, thereby introducing the term 'regulated stand'
- (f) while not usually applicable to designated stadia, the Act also introduced a system of certifying buildings and temporary structures (such as tents) to which spectators are admitted to watch sporting events. This would not however apply to sports entertainment at a pleasure fair or to such a venue if the sports entertainment is not the main activity.

### 1.5 The Safety of Places of Sport Regulations 1988

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The *Safety of Places of Sport Regulations 1989* came into force on 1 January 1989 with the intent of supporting the *Fire Safety and Safety of Places of Sport Act 1987* with the necessary procedural guidance. The contents are not dissimilar to those of the 1987 Regulations supporting the 1975 Act.

## 1.6 The Football Spectators Act 1989

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The licensing system is administered and enforced by a government body known as the Sports Ground Safety Authority (SGSA), formerly known as the Football Licensing Authority (FLA). Licences are issued to sports grounds which are used for designated matches and make it an offence to admit spectators for such matches without a licence.

The primary purpose of the SGSA licence is to ensure compliance with the government's policy on seated accommodation. Conditions in the SGSA licence do not apply to other (non-football) events.

Under the provisions of section 13 of this Act, the SGSA has the power to keep under review how local authorities discharge their responsibilities under the provisions of the *Safety of Sports Grounds Act 1975* at Wembley Stadium, Millennium Stadium and the registered home grounds of any Premier League or Football League club. The Act also provides for the SGSA to give notice in writing to a local authority, to include in any safety certificate issued in respect of those grounds, such terms and conditions as specified in the notice and it shall be the duty of the local authority to comply with that notice.

The Act gives the courts the necessary power to make restriction orders on persons convicted of a relevant offence, the effect of which could require the person to report to a police station at the time of any match.

Note: a designated match is defined in the Football Spectators (Designation of Football Matches in England and Wales) Order 2000 as any association football match, which is played either at Wembley Stadium, the National Stadium in Cardiff, or at a sports ground in England or Wales, which is registered with the Football League or the Football Association Premier League as the home ground of a club which is a member of the Football League or the Football Association Premier League at the time the match is played.

## 1.7 The Licensing Act 2003

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Licences are issued under the *Licensing Act 2003* for premises providing 'regulated entertainment' and the sale and or consumption of alcohol. Therefore there is an overlap of sports ground legislation and licensing legislation.

If an application for a premises licence or club premises certificate has been made lawfully and there have been no representations from responsible authorities or interested parties, the licensing authority must grant the application, subject only to conditions that are consistent with the *operating schedule* and relevant mandatory conditions. These conditions may also be contained in the general safety certificate. However, where a safety certificate is in force under either the 1975 or 1987 Act, conditions cannot be included within a premises licence, which would cause a contravention of a condition of the safety certificate. Therefore the Safety at Sports Ground legislation takes primacy.

A premises licence authorises premises for *licensable activities* which includes the *sale or supply of alcohol* and the provision of *regulated entertainment*.

Outdoor sporting events at sports stadiums (with the exception of boxing and wrestling), are not described as regulated entertainment by the Act and therefore outdoor sport within a stadium would not require a premises licence. Live or recorded music played incidentally to the outdoor sporting event is also exempt. However, other forms of entertainment and the sale or supply of alcohol at outdoor sporting events are licensable activities requiring a premises licence.

All indoor sporting events are regulated entertainment. Outdoor stadia with sliding roofs are regulated in the same manner as any other outdoor sports stadium. The sliding roof does not make them 'indoor' locations.

Licensing authorities will take into account the special circumstances of sporting events and, subject to local licensing policy, will consult with other responsible authorities and interested parties to ensure that the conditions of licence are co-ordinated with those conditions imposed by a general or special safety certificate issued for the sporting event.

## 1.8 The Public Health Acts Amendment Act 1890

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This is a very antiquated piece of legislation, the bulk of which has previously been repealed, however, section 37 is still available for use in England (excluding London) and Wales, as a catch-all weapon imposing a requirement for

the safe construction of any roof, platform, or any other structure providing seating or standing accommodation, to ensure the safety of persons attending any show, entertainment, public procession, open air meeting, or any like occasion.

This seems to be the only piece of legislation currently available to regulate the construction of temporary stands, etc. at venues not covered by an entertainment licence, or a general and/or special safety certificate, such as golfing events, circuses, opening ceremonies, etc.

*Guidance on Temporary Grandstands* was produced by the Institution of Structural Engineers in April 2007. The guidance included informal procedural advice to be followed in ensuring a safe environment.

## 1.9 The Regulatory Reform (Fire Safety) Order 2005

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The Order requires that a *responsible person* is employed in sports grounds to ensure that a suitable and sufficient fire risk assessment is carried out.

At designated sports grounds or regulated stands, the enforcing authority will be the local authority responsible for the issue of the safety certificate.

Where a sports ground contains a regulated stand, the local authority is the enforcing authority only for the stand and the fire and rescue authority is the enforcing authority for the rest of the sports ground. In many cases, the local authority is the same as the fire and rescue authority, so there is only one enforcing authority. However, where they are not, it is good practice to consider having one authority responsible for the whole ground. Where a local authority receives an application for a safety certificate under either of the sports ground legislation previously cited, they are legally obliged to consult the fire and rescue authorities.

## 1.10 The Sports Grounds Safety Authority Act 2011

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The *Sports Grounds Safety Authority Act 2011* came into force on 1 November 2011. It includes powers to rename the Football Licensing Authority the Sports Grounds Safety Authority. It also allows the SGSA to provide advice, on request, about safety at sports grounds to organisations, persons

or a body outside England and Wales and in sports outside of football. It also allows the new authority to recover costs for these services in certain circumstances.

The changes do not extend the SGSA's licensing functions or its local authority oversight duties under the 1989, Act to sports grounds other than football grounds.

## 1.11 Football specific legislation

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### 1.11.1 The Football Spectators (Seating) Order 1994

This statutory instrument came into force on 15 July 1994 and quite simply imposed a requirement on those football clubs listed in Schedule 1 to ensure that spectators are only admitted to seating accommodation.

Although Schedule 1 contained all the clubs at the time in the top two English football leagues, if a club is promoted to this level then the order is amended to include the requirements of the promoted club.

The order enables the SGSA to enforce the relevant provisions of the *Football Spectators Act 1989*.

### 1.11.2 The Sporting Events (Control of Alcohol etc.) Act 1985

The requirements endeavour to ensure that spectators do not arrive at a football stadium the worse for wear for drink, or indeed become so while at the stadium. Consequently, it is an offence for passengers travelling to a game on buses, coaches or trains to carry intoxicating liquor and, equally important, it is an offence for an operator or his/her agent (the driver), to knowingly cause or permit the carrying of intoxicating liquor on his/her vehicle.

It follows that it is also an offence to be drunk while on the vehicle, or in the ground, or indeed while endeavouring to enter a stadium.

Any legitimate consumption of alcohol within the stadium should take place in areas which cannot be directly viewed from the playing surface.

It is an offence to be in possession of any flags, flagpoles, bottles, containers and any other similar articles which could be used as weapons or cause annoyance.



This is a very important piece of legislation for the police and football clubs alike in ensuring effective crowd control and good order.

### **1.11.3 The Sports Grounds and Sporting Events (Designation) Order 2005**

In 2005, this legislation made it clear that all venues are covered for football matches in which one or both of the participating teams represents a club which is for the time being a member (whether a full or associate member) of the Football League, the Football Association Premier League, the Football Conference National Division, the Scottish Football League or Welsh Premier League, or represents a country or territory and any association football matches in the competition for the Football Association Cup (other than in a preliminary or qualifying round).

The definition of representing a club extends to 1st team, reserve team and youth team matches.

At these events it is an offence:

- (a) to possess alcohol or to be drunk while entering, or trying to enter, the ground
- (b) to be drunk inside the ground
- (c) in general spectator areas, to possess alcohol in any part of the ground that offers sight of the

pitch during the period commencing two hours before the start of the match and finishing one hour after the end of the match

- (d) in hospitality boxes and other rooms which overlook the pitch, to possess alcohol during the period commencing 15 minutes before the start of the match and finishing 15 minutes after the end of the match
- (e) to be in possession of bottles, cans or other portable containers which are for holding drink and which, when empty, are normally thrown away or returned to the supplier and which are capable of causing injury to a person struck by them. This applies to any spectator entering or trying to enter the ground, and any spectators in any area of the ground from which the event may be directly viewed.

### **1.11.4 The Football (Offences) Act 1991**

This legislation created the following arrestable offences:

- (a) to throw anything onto the playing surface, or at any spectator
- (b) to chant any racist remarks which are threatening, abusive, or insulting by race or colour
- (c) to go onto the playing surface.

## 2 Certification

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### 2.1 Issuing safety certificates

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There are two types of safety certificate:

- 1 'general safety certificate' for designated grounds, and for regulated stands (see details below)
- 2 'special safety certificate' for designated grounds or regulated stands that hold a special event not a specified activity in the original general safety certificate.

A general safety certificate:

- must be issued for every sports ground which has been the subject of a designation order or a regulated stand
- authorises the use of the sports ground for 'specified activities' for an indefinite period, and
- applies for an indefinite period and sets the capacity of a sports ground for any specified activities, together with the terms and conditions with which the holder must comply to maintain that capacity.

A special safety certificate:

- authorises the use of the sports ground for 'specified activities' for a particular occasion or series of occasions
- can only be issued in respect of a sports ground for which a general safety certificate is already in force, and
- applies for a particular occasion or series of occasions and sets the capacity of a sports ground for that occasion(s) together with the terms and conditions with which the holder must comply to maintain that capacity.

Both types of safety certificate are issued to the holder and it is the responsibility of the holder to discharge the terms and conditions of the safety certificate. The holder can be an individual or a body corporate.

### 2.2 General safety certificates for designated grounds

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A safety certificate is required for any sports ground designated by the secretary of state for culture, Olympics, media and sport.

The responsible person for the ground is required to apply to the appropriate authority for a general safety certificate. On receipt of an application, the local authority must determine whether the applicant is the qualified/responsible person and if so must issue a general safety certificate.

The general safety certificate may contain such conditions as the authority considers necessary or expedient to secure reasonable safety, e.g. management requirements, first aid provisions, strength of structural elements, etc. In general, these conditions will follow the guidance given in the *Guide to Safety at Sports Grounds*.

### 2.3 General safety certificates for regulated stands

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Sports grounds which provide covered accommodation in a stand for more than 500 spectators (and which are not designated sports grounds), require a safety certificate for that stand.

Each stand must be looked at separately, but there can be a single certificate which applies to any number of stands. It is a function of the certifying authority to determine whether any, and if so which, of the stands at a sports ground in their area is a regulated stand and to apply appropriate criteria in making that decision. Authorities are also required to act in accordance with the guidance issued by the Secretary of State (Circular 97/88).

Section 26(10) of the Act makes it clear that the certificate must relate to 'the use of the stand' and 'stand' is defined as 'an artificial structure (not merely temporary) which provides accommodation for spectators and is wholly or partly covered by a roof'.

The authority cannot use the certificate to regulate the use of other parts of the ground not covered by the certificate but sections 34 and 35 do however give the authority powers to inspect the rest of the ground, which could be used to determine whether issues (e.g. of limitations of power, i.e. from entry to stand and from stand to point of exit) exist that might require action under section 10 of the *Safety of Sports Grounds Act 1975* involving the serving of a prohibition notice.

## 2.4 Special safety certificates

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A special safety certificate is required to hold a special event at a designated sports ground/stadia or to involve a regulated stand, other than that which is listed as a specified activity in the general safety certificate already in force for that ground/stand.

These events might be activities which are in addition to the specified activities listed in the general safety certificate, for which a special safety certificate application is required, such as:

- (a) the playing of music or singing or pop concert
- (b) any firework, pyrotechnic, special effects, or similar, display
- (c) a carnival, circus, fair, fun day, or similar open day event
- (d) any events involving the display or exhibition of vehicles or animals
- (e) any other sporting event, apart from the specified activities above, involving track or field, athletics, ball games, physical prowess, or competitions of any description
- (f) any other use in addition to a specified activity, which may require the prior approval in writing of the council, e.g. public meetings, etc.

A general safety certificate must be already in force for a designated ground or regulated stand before a special safety certificate can be issued by the council for this type of event.

The terms and conditions of the special safety certificate should cover all areas to which the spectators have access, including restaurants, licensed bars and concourses.

The special safety certificate should also cover any other areas and all matters, over which the management of the sports ground has either direct or indirect control, which may affect the safety of spectators at the sports ground. This could encompass offices or players' facilities within a stand, media facilities and car parks.

The certificate holder cannot be held responsible for circumstances outside their control, for example hazards presented by local industrial premises or restricted access for emergency vehicles because of congestion on the public highway, even if these could adversely affect the safety of spectators at the sports ground. However, the local authority may reasonably take account of any such factors, together with the sports ground management's plans

for responding to them, when setting the permitted capacity.

The safety of spectators beyond the curtilage of the sports ground falls outside the scope of the 1975 and 1987 Acts and of the safety certificate, however see note above regarding setting appropriate capacities.

A condition could not be inserted into a safety certificate to ensure the safety of spectators before they have entered, or once they have left, the curtilage.

A safety certificate cannot impose conditions on the certificate holder on issues over which they have no control, for example areas outside the curtilage of the ground. A safety certificate could not therefore impose a requirement on the holder to produce a traffic management plan for a public highway adjacent to the ground. However, if the lack of effective traffic management on that highway prejudices the reasonable safety of spectators while they are within the curtilage of the ground, appropriate account should be taken of the issue in determining the capacity of the ground. While a safety certificate cannot impose a requirement for the holder to produce a traffic management plan for areas outside the curtilage, there is nothing to prevent ground management from developing such a plan as a means of mitigating any reduction in capacity.

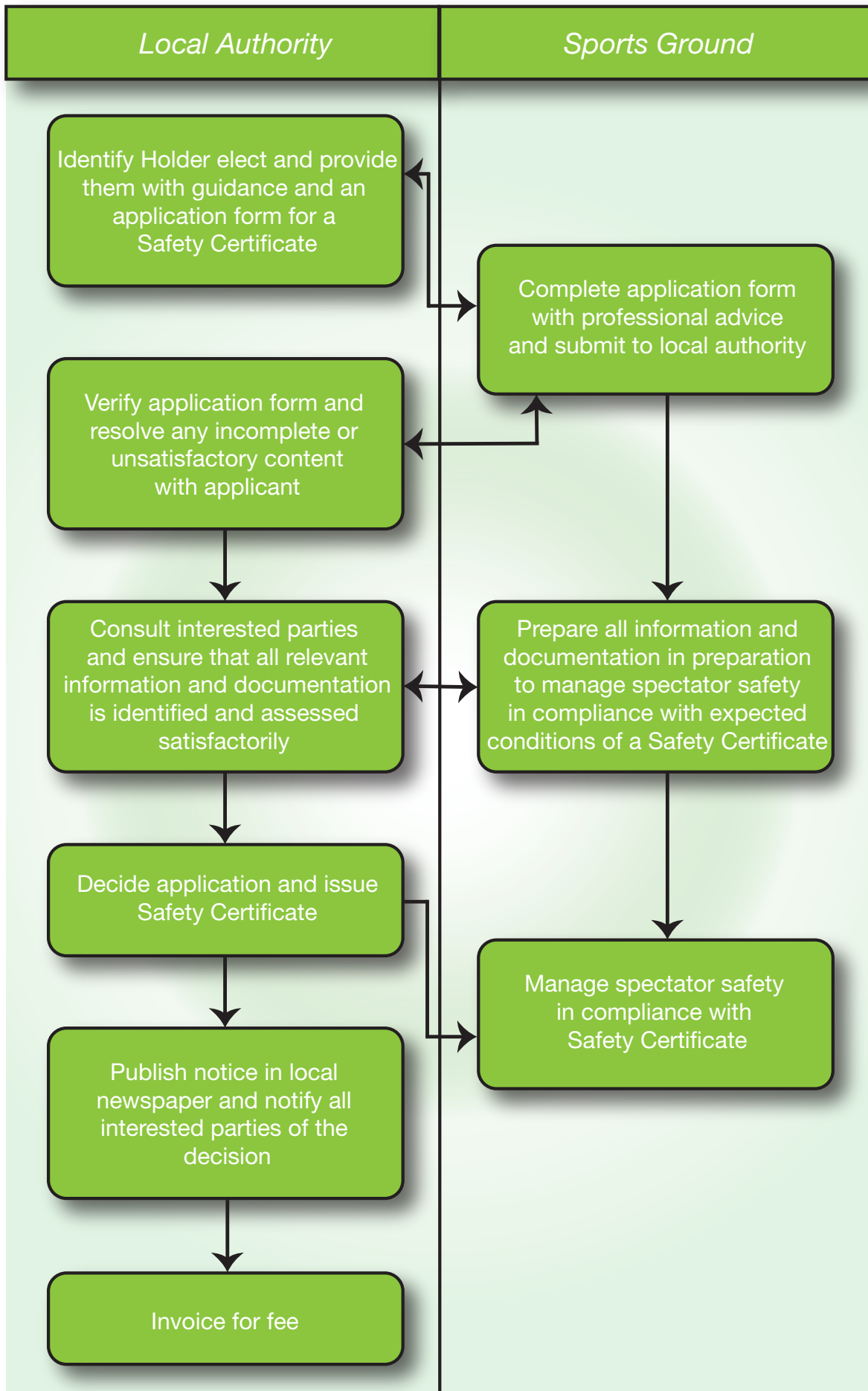
The procedure the local authority may want to consider carrying out when receiving an application for both general and special safety certificate is as follows:

- (a) initial feasibility meeting
- (b) multi-agency consultations to determine requirements
- (c) written application for general/special safety certificate
- (d) request information (operational manual/event plan)
- (e) statutory consultation
- (f) issue of a general/special safety certificate
- (g) multi-agency consultations to develop and complete an event safety procedures manual
- (h) test/monitor event
- (i) debrief and subsequent report.

The timescale for this procedure could be over six months.



**Figure 1: Process for certifying a designated sports ground**



## 2.5 Certificate style

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The style of the certificate may be prescriptive or alternatively it may be enabling of self regulation by the holder. The latter being the most harmonious with modern UK and European safety culture.

The prescriptive style safety certificate could reduce the ability for ground management to shape and influence arrangements at their ground. It is possible that, under prescriptive arrangements, ground management may not agree with all the specific requirements imposed in a certificate, or may believe them to be inappropriate for particular circumstances. The risk-based approach would address such concerns by putting ground management in the lead in developing appropriate plans and operations. It is also more in line with other safety-related legislation, where requirements are more overtly based on risk assessment informing operational procedures.

The risk-based approach has evolved out of a process of change that began with the formation of the SGSA. In 1992, the SGSA published its first guidance on safety certification which recommended certificates should be set out in a modular format with a short core section, which laid general duties on the certificate holder, and a series of schedules spelling out in detail the terms and conditions with which the holder must comply. While that prescriptive approach was appropriate at the time, in the intervening years, clubs' safety management has developed significantly.

The London District Surveyors Association (LDSA) also published a number of relevant documents to complement the *Green Guide*, including a new model general safety certificate.

Obviously the contents of such documents should be applied to existing stadia with a degree of flexibility and common sense, for while compliance with the contents of a guidance document such as the *Green Guide* is ideal, minor deviations may be accommodated without compromising the safety of spectators. In such cases the reasons for accepting a deviation must be documented for record purposes.

Other sources of information include the HSE, who have produced guidance on *Risk Assessments* and on *Managing Crowds Safely*.

## 2.6 Content

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In determining what is necessary or expedient, the local authority will have regard to:

- the relevant acts
- the related acts
- published guidance
- performance monitoring
- advisory group members; and
- the SGSA.

Safety certificates will contain such terms and conditions as the local authority consider necessary or expedient to secure reasonable safety at the sports ground.

The certificate may need to include such conditions to ensure that the safe operation of the event is maintained. The applicant needs to be satisfied that the conditions are reasonable and achievable before the certificate is issued. Appeals against conditions are detailed as follows.

## 2.7 Fees, appeals and notices

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### 2.7.1 Fees

Where a general safety certificate is issued, a fee may be charged for commensurate work actually and reasonably done by the local authority. As each application is different in build and time, this fee will be discussed with the applicant following receipt of the application form.

### 2.7.2 Appeal

Under the 1975 Act, there is a right of appeal against a determination that an applicant for a safety certificate is not an appropriate person and there is also the right of appeal against the inclusion of a term or condition of a safety certificate.

### 2.7.3 Notices

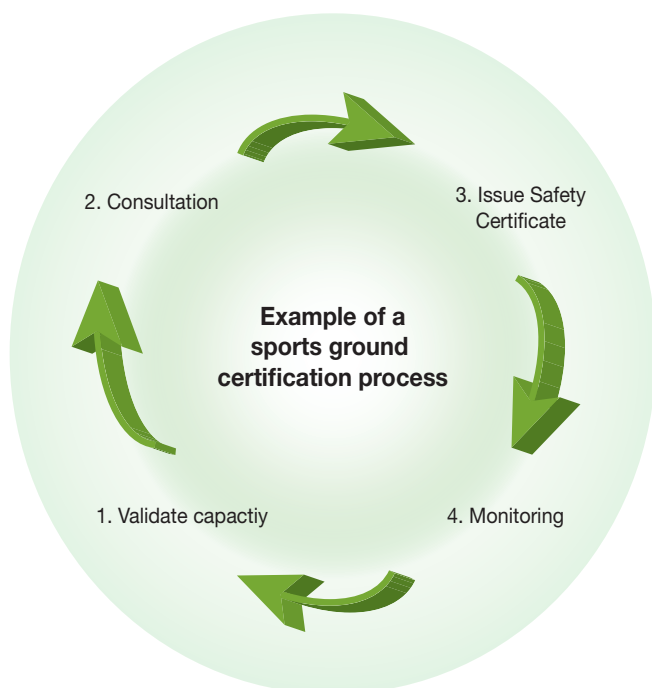
Section 4(8) of the 1975 Act only lists the police, fire authority and building authority as being required to be consulted about any proposal to amend, replace or transfer any safety certificate. It is also good practice to give notice to the holder.

## 2.8 Process

In practical terms, the following process is an example that could be adopted by the local authority/certifying authority in certifying the sports ground. The process starts with the event capacity calculations prepared by a competent person working on behalf of the event organiser or premises management. Details of how the calculations are derived are contained in the *Green Guide*.

- 1 Validate the capacity by gathering all the relevant information to formulate and propose conditions.
- 2 Consult interested parties to ensure that the conditions will be effective and will not conflict with other statutory controls.
- 3 Issue a safety certificate of an appropriate type, style and content and communicate this to interested parties.
- 4 Monitor the effectiveness of the safety certificate by inspection and commissioning, and the examination of reports produced by others, and when necessary, taking enforcement action to ensure compliance.

The process can be represented by the following diagram.



**Figure 2: Example of a sports ground certification process**

### 2.8.1 Validate capacity

The process of validating the capacity commences with an application detailing all the information necessary for the certifying authority to make a judgment efficiently and with the most appropriate outcome. That information would include:

- club safety policy
- capacity calculation
- technical inspection reports
- match reports and/or annual reports; and
- schedule of statutory licences held by the club.

#### *Form of application*

The *Safety of Sports Grounds Regulations 1987* prescribe the form of application required but also makes provision for other forms having a 'like effect'.

Online applications are available from some Authorities via <http://online.businesslink.gov.uk/bdotg/action/licenceLanding?itemId=1083742337&type=LICENCE>.

#### *Club safety policy*

It is recommended that the management of every spectator facility produce a written spectator safety policy. This demonstrates that management has devoted thought and effort towards the safety and welfare of spectators. Putting the policy in writing helps focus the mind and shows whether it has been fully thought out in practical terms.

This will assist the authorities in identifying who they need to communicate with and what the context of that communication should be.

Guidance on spectator safety policy is given in *Sports Ground and Stadia Guide No. 4 – Safety Management*.

#### *Capacity calculation*

In order to assist certifying authorities to determine how many spectators can be accommodated safely within sports grounds, the Department for Culture, Media and Sport has published a set of guidelines entitled *Guide to Safety at Sports Grounds*, more commonly known as the *Green Guide*.

Capacity calculations are made up of holding capacity, entry capacity, exit capacity, and emergency exit capacity. In determining those values, consideration is also given to the evaluation



of the P and S factors:

P – physical condition of the sports ground

S – safety management.

Details of how the P and S factors are derived are contained in the *Green Guide and Sports Ground and Stadia Guide No. 4 – Safety Management*.

It is the responsibility of the holder to produce the capacity calculation and the responsibility of the local authority to assess and approve it.

### *Technical inspection reports and certification*

Sports grounds rely on a diversity of life safety systems (CCTV, PA, turnstile monitoring, etc.), elements of structure and equipment for safety, so it is important to be able to demonstrate that these components are fit for purpose and any deficiencies are understood by those relying upon them.

Technical inspection reports and certification are commissioned by the holder and any recommendations are addressed appropriately. This documentation is made available to the local authority (see inspection template at Appendix 4).

### *Schedule of all other licences and permissions*

The local authority must be made aware of all other licences and permissions relating to the sports ground so that it may consult these other authorities and address any overlapping conditions and powers. It is the duty of the holder to make these known to the local authority.

## **2.8.2 Consultation**

### *Local authority policy*

To ensure there is transparency and due process, it is essential that the local authority documents policies and procedures to deliver the safety at sports ground function.

A documented policy on how the local authority intends to carry out its functions in an equitable, practical and consistent manner also helps to promote a good working relationship with those it regulates. A local authority's commitment to those aims and an explanation of how it intends to achieve them in respect of its safety of sports ground role should be clearly set out in written policies.

The production of those policies demonstrates that management has devoted thought and effort to the safety of sports ground role. Putting the policy in writing helps focus the mind and shows whether it has been fully thought out in practical terms.

The policy should set out what the club can expect from the service. It commits the local authority to good practices and procedures. It may be supplemented by additional policies such as an enforcement policy.

To demonstrate best practice in this aspect of the safety certification process a local authority should be able to demonstrate that it has developed policies which:

- are an integral part of the management culture and performance standards
- clearly set out the local authority's objectives and the role of individual staff in delivering those objectives
- demonstrate that the local authority owns and understands the key issues involved
- identify how it will promote sports ground safety
- commit it to:
  - providing adequate resources
  - obtaining competent advice on spectator safety, and
  - providing appropriate training for staff
- identify how it will:
  - audit the effectiveness of management structures and risk controls to develop a culture of continual improvement
  - ensure that the impact of any new arrangement, or major safety failures, which may affect spectator safety, are reported promptly to the local authority's senior management
  - ensure that new or revised legal requirements are implemented.

There should be a properly documented set of management procedures to ensure that the performance standards contained within the safety of sports grounds policy are consistently being met.

Each procedure will be unique to the individual local authority, reflecting its particular structure and procedures but also incorporating best practice.

The management procedures should provide a systematic specification of all the routine work involved in the safety of sports grounds process in a documented format. The documents should be available to any member of staff at any time, to ensure the standards are being met.

To improve consistency and quality of service delivery, recognised systems for corporate bodies, including registration under ISO 9000, are sometimes used. However, a local authority may prefer to adopt a bespoke quality management system in respect of its safety certification procedures.

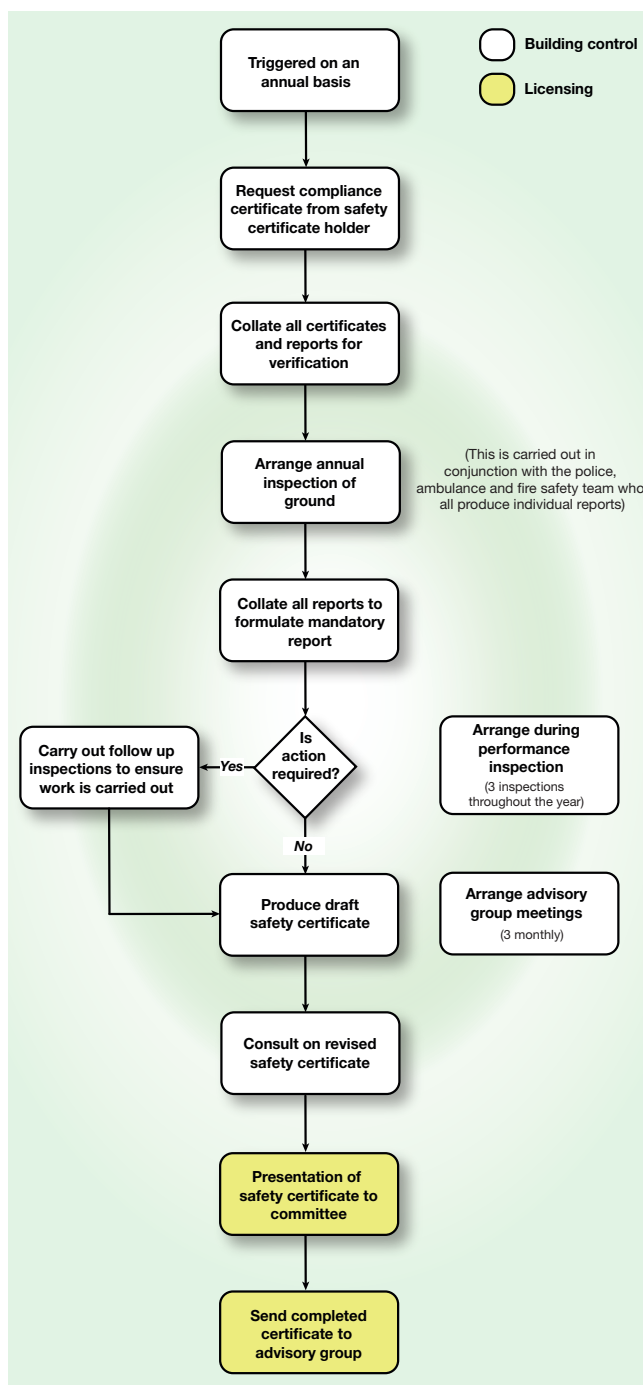
Whatever system is chosen, it should result in an auditing capability, which will serve external scrutiny to establish the extent of achievement of the performance levels as per the specified standards, and the steps needed to improve the effectiveness of the safety of sports grounds service.

The management procedures should fulfil the following major functions:

- identify the processes needed to discharge the safety at sports ground function
- determine the sequence and interaction of these processes
- determine the criteria and methods required to ensure the effective operation and control of these processes
- ensure the availability of information necessary to support the operation and monitoring of these processes
- measure, monitor and analyse these processes, and implement action necessary to achieve planned results and continual improvement
- provide a constantly and consistently updated frame of reference, which staff should follow when carrying out the safety of sports grounds function and related matters
- help to ensure consistency of review of certificate and mandatory inspections
- provide an aide-memoire where necessary in relation to commonly required procedures
- assist new or inexperienced staff and provide support for training in techniques and procedures
- provide a template against which to assess any complaints or investigations where the

procedural aspects of safety of sports grounds are an issue; and

- help minimise disruption due to staff changes.



**Figure 3: Typical procedure for monitoring the general safety certificate**

### Succession planning

Management should ensure they have plans to cover the absence or non-availability of all key personnel. Such plans should form a key element of management's business continuity plan.

The local authority should plan ahead to ensure that when a member of the safety advisory group retires or moves to a new post, a successor has already been identified and is ready to take the work forward without any delay. This applies particularly to the safety advisory group chair or lead officer on whom the local authority may depend heavily.

### *Jobs and roles*

The main focus is on identifying and developing the various jobs and roles carried out by the safety at sports ground team, enabling potential successors to be identified for a variety of roles. Jobs might be clustered by role, so that the generic skills responsible for particular roles can be developed. The aim is to develop pools of talented people, each of whom is adaptable and capable of filling a number of roles. Because succession planning is concerned with developing longer-term successors, as well as short-term replacements, each pool will be considerably larger than the range of posts it covers.

Examples of jobs under the safety at sports ground function include:

- safety advisory group governance support
- safety advisory group chair
- match day inspector; and
- records auditor.

In some authorities, all these jobs are covered by one person, however in some cases the jobs could be split down into three roles: monitoring officer, safety advisory group chair and safety advisory group support officer. Each role requires specific competences and therefore a pool of staff could be identified to fulfil the roles for the future.

### *Competencies*

Many local authorities have developed frameworks for technical and generic competencies, which relate to a broad range of desired skills and behaviours. The assessment process attached to the local authority's generic frameworks (especially for management competencies) can provide a useful starting point for evaluating an individual's potential for a senior role. Thus succession plans need to be integrated with existing competency frameworks. However, there should not be an over-reliance on competencies because they may be too limiting and mechanistic to assess skills

such as leadership. Moreover, they relate to the past and present rather than to the future, which is where succession planners need to look. Using this process, the succession planner can link the required competencies for the various roles carried out for the function, to more effective training needs analysis for individuals.

To demonstrate best practice in this aspect of safety certification, a local authority should be able to demonstrate that:

- business continuity plans are documented and regularly reviewed and tested to ensure resilience
- competencies for the various jobs and roles are identified and quantified
- staff are aware of what will be required of them to ensure continuity; and
- appropriate succession planning is in place to ensure that staff have the necessary training and experience to undertake the roles they could be expected to perform.

## **2.8.3 Summary of the roles of involved bodies/agencies**

### *Safety advisory groups*

To assist the local authority in exercising its functions, it should set up an advisory group (if this has not already been done); consisting of appropriate members of its own staff, representatives of the police, of the fire and ambulance services and of the building authority. The advisory group should consult representatives of the club and of a recognised supporters' organisation on a regular basis. The advisory group's terms of reference should encompass all matters concerned with crowd safety and should require regular visits to the ground and attendance at matches. The advisory group should have a chairperson from the local authority, and effective procedures. Its resolutions should be recorded and it should be required to produce regular reports for consideration by the local authority.

The main role of the safety advisory group is to provide specialist advice to the local authority to help it discharge its functions under either sports grounds or public events legislation. The group should also provide an overarching role to consider enhancing safety at sports grounds and public events by providing advice and assistance to

certificate holders and licensees. The group should consider all matters within its remit and make recommendations to the appropriate committee/ service of the local authority. The safety advisory group should operate within a defined (recorded) role so that it effectively carries out this function.

The composite members of the group are made up of core and non-core members as detailed below.

Core members include:

- local authority
- police
- fire authority; and
- building authority.

Non-core members include:

- club
- ambulance service
- SGSA
- specific local authority specialists where necessary (structural engineer, highways officer, EVO, etc.)
- emergency planning unit; and
- other invitees (supporters' club).

It must be made perfectly clear that the advisory group exists as a means of giving the respective parties an opportunity to express their opinions and, where necessary, advice to the certifying authority. They are not a decision-making group; that responsibility lies with the certifying authority, through a relevant committee or by delegated powers to a named individual.

In order for such an advisory group to function correctly it will be necessary for them to meet on a regular basis, usually immediately at the end of a season, before the start of the forthcoming season, and on at least one other occasion. There may also be a need to meet following any 'near miss' timings as appropriate.

The resolutions of the group should be properly recorded and minutes of meetings taken to assist in the preparation of regular written reports to the relevant council committee.

### *SAG chairperson*

While a chairperson is expected to have at least the level of technical expertise, it is not expected that

they will necessarily be its pre-eminent technical expert. However, it is desirable for a chairperson to have a broad working knowledge of the sports ground issues and the group's technical interests. It is also desirable to have an understanding of the application of the safety standards for which the group is responsible.

Together with being an effective communicator and competent manager of meetings, the principal qualities sought in a chairperson are to be able:

- (a) to lead and listen
- (b) to assimilate and evaluate complex information quickly
- (c) to see all sides of an argument
- (d) to be able to reconcile opposing arguments and to forge an acceptable consensus; and
- (e) to win and maintain the support and respect of colleagues.

### *The holder*

'The holder' is typically a person of authority at the Club that sits on the management board and has budgetary control regarding safety/stadium matters.

The holder is responsible for all aspects of safety at their sports ground and therefore should be consulted about the terms and conditions of the safety certificate.

Consultation will assist the holder in reconciling the terms and conditions of the safety certificate with other aspects of the sports ground's business. Without consultation the holder's duty under the Act may be compromised, leaving them no alternative than to make a formal appeal.

### *Delegate*

The holder should be assisted by a nominated safety officer to ensure compliance with all terms and conditions of a safety certificate, not just those that form part of a match day procedural routine.

As part of their responsibilities, the holder or delegated person should:

- produce a written policy on spectator safety
- be aware of legislation relating to the ground
- allocate responsibilities and appoint safety posts



- produce contingency and emergency plans
- agree a statement of intent with the police
- keep certificates and records of all events
- carry out audits and emergency exercises
- carry out risk assessments; and
- ensure spectator safety during an event.

### *Building authority*

Generally, a district, unitary or metropolitan council is responsible for the application and enforcement of planning, Building Regulation and environmental issues, and are thus represented on the advisory group on that basis.

### *The police*

The local authority has a statutory duty to notify the police and, where necessary, consult them on a receipt of, or any changes to, the certificate. The provision of police officers at a sports ground is secured contractually by an order for special police services placed by the holder. The responsibilities of the police are agreed with the holder in a statement of intent, which makes the distinction between the holder's duty for safety and the police role for crime and disorder.

### *Statement of intent*

Public safety at a sports ground is the responsibility of ground management, but there will be times when ground management decides that a police presence is required.

The statement of intent is a management document, produced jointly by the police and ground management, to identify who does what and when in the event of a police presence in or at the sports ground.

### *Fire service*

With their expertise in structural and ancillary fire precautions, combined with their rescue services, their involvement with, and participation in, advisory groups is essential. Where a local authority receives an application for a safety certificate under either sports ground legislation cited previously, they are legally obliged to consult the fire and rescue authorities. Under the *Regulatory Reform (Fire Safety) Order 2005*, the fire authority are not the enforcing authority for non-compliance with the order (i.e. inadequate fire

risk assessment), however many local authorities have agreements with the local fire authority to help provide a common approach to fire enforcement.

### *The ambulance service*

As experts in medical provisions the service should provide guidance and advice on the venue medical plan, advising on:

- all technical/legal aspects of legislation within the remit of the ambulance service
- medical provision referred to in the Guide to Safety at Sports Grounds and other relevant publications; and
- matters relating to the issue of the general safety certificate and any breaches of the general safety certificate.

### *Sports Grounds Safety Authority*

It is the stated aim of the SGSA to help to create the conditions for safe and enjoyable experiences for spectators at all sports grounds, both nationally and internationally.

As part of its regulatory role of keeping under review how local authorities discharge their functions under the *Safety of Sports Grounds Act 1975* at Wembley Stadium, Millennium Stadium and the home ground of all Premier and Football League clubs, its inspectors seek to attend the safety advisory group meetings in respect of these grounds. While primarily attending to observe how the local authority discharges its safety certification responsibilities, its inspectors are able to provide advice and guidance on safety at sports grounds issues.

While the SGSA regulatory role does not extend to other sports, it is able to offer both general and specific advice in respect of any sports ground.

## **2.8.4 Monitoring**

### *Scope*

In order for the local authority to ensure the conditions of the general safety certificate and the contents of the operational manual are being addressed by the event organiser, monitoring the holder's compliance with the certificate's terms and conditions is essential. Under section 10B of the 1975 Act, it is the duty of the local authority to enforce the provisions of the Act and of the Regulations made under it and, for that purpose,

to arrange for the periodical inspection of the designated sports grounds within its area. Section 34 of the 1987 Act imposes a broadly similar duty with regard to sports grounds containing regulated stands. The scope of such inspection is set out in considerable detail in Home Office Circulars 72/87 ('the 1987 Circular') and 97/88 ('the 1988 Circular').

It is left to each local authority to determine, in light of its local knowledge, the extent of the inspection. This local knowledge would include not only the general condition of the sports ground but also whether any events were scheduled which might attract unusually large numbers of spectators. This has proved particularly relevant when pop concerts are organised in a sports ground or when football clubs from divisions below the Football League have been drawn at home in the latter stages of the various FA cup.

Furthermore, it is good practice to risk assess the inspections and focus on particular aspects of safety – medical arrangements, stewarding, turnstile operations. Constantly repeating high level assessments of all aspects of a venue's operations on a single visit can generate complacency and not always reveal the sometimes more detailed underlying problems.

### *Statutory annual inspections*

Each designated ground or regulated stand requires an inspection at periods laid down in the general safety certificate.

The inspection is usually arranged along with the council's structural engineer, the council's electrical engineer, the fire authority, the police authority, the ambulance authority, and the ground safety officer.

The person designated as responsible for the safety certificate needs to submit, on an annual basis (to the relevant council directorate), a building/structural maintenance report signed by an approved person(s) stating that a complete inspection of the sports ground has been carried out. This report should specify any repair or maintenance work which is considered to be necessary, to ensure that all structures are provided and maintained in accordance with current British Standards and/or Codes of Practice including fire protection/separation.

Where any report submitted above indicates that repair or maintenance works are necessary then

the report should be accompanied by a programme of works.

The annual inspection and structural appraisal sections of the *Guide to Safety at Sports Grounds*, 5th edition, 2008 cover the following specifically.

### *Structural appraisal*

The certificate holder should be responsible for appointing suitably qualified persons to undertake the structural appraisals and the other inspections or tests prescribed in the operations manual. The local authority should check that the required inspections have indeed taken place and that the persons concerned were duly qualified. Unless the authority has doubts about the independence, competence or approach of these persons, the submission of a certificate stating that the structure or fitting meets the appropriate requirements should normally suffice. Nevertheless, the local authority remains free to carry out sample testing if it considers this to be necessary.

Structural appraisal should include:

- review of all relevant information from previous inspections
- all main structures and installations, including cladding
- standing surfaces and seats
- stairways and ramps
- doors and gates
- boundary walls and fences
- all barriers and assessment of any necessary testing requirements
- stadium approaches
- temporary structures (if applicable); and
- dynamic evaluation of grandstands to advise on the extent of any essential testing and assessment.

### *During performance inspection*

'During activity inspections' should be made from time to time on match days, to ensure that the terms and conditions are suitable and appropriate for the use taking place and to monitor the club's observance of the terms and conditions of the safety certificate.

An example of a typical during performance inspection template is detailed in Appendix 4.

- It is important that the 'inspecting officer' tours all accessible parts of the sports ground and 'walks the ground'; that is to say, does not stay in one particular area of the sports ground for any length of time. The inspecting officer's presence should also be made known to the duty safety officer and others in the control room.
  - During the inspection, it is necessary to observe the arrangements and crowds and to record any problems, noting the time of the incident, etc. The responsibility for the safety of spectators lies at all times with the holder of the general safety certificate. Therefore, the inspecting officer should not try to enforce the terms and conditions of the safety certificate on the spectators, but should refer breaches and concerns immediately to the club's duty safety officer.
  - It is useful to record items examined on an inspection check sheet, which can be used as an aide-memoire and attached to the officer's reports. Where breaches in the terms and conditions of safety certificates are noted, these should be brought to the attention of the holder and duty safety officer immediately. A standard notification of contravention form can be used to notify the holder at the venue of any breaches or non-conformances.
  - These should be followed up by formal letters of confirmation, issued from the office. Detailed reports of the management of the activity should be drawn up after the event, for submission at any debriefing meeting or sent to the club requesting action and/or explanations, to enable consideration to be given to further control and/or enforcement action.
- emergency drills and evacuation exercises
  - all non-routine opening of exit gates/doors
  - electronic securing systems
  - police control/assumption of command
  - ground condition/defects and remedial actions
  - fire alarm tests and maintenance
  - emergency lighting tests and maintenance
  - firefighting equipment tests and maintenance
  - video/electronic information boards
  - auxiliary power supplies
  - media platforms
  - emergency telephones, public address system, CCTV
  - names of stewards and their qualifications
  - steward training
  - pre-event steward briefings (include police intelligence)
  - steward debriefing records; and
  - safety officers records.

The SGSA has developed a checklist for during performance inspection contained in the *Safety Certification Guide*. This can be downloaded from their website.

### Match reports

Each event should include the following:

- pre-event ground safety check
- number of spectators admitted at each event
- medical treatment provided
- incidents/accidents and remedial action
- first aiders and doctors

### Exercises

Some aspects of safety can only be tested and assured by the use of exercises. These are of particular use in respect of contingency planning. These exercises should be led by the safety officer on behalf of the holder and monitored by the local authority.

### Annual reports

The holder may produce an annual report to communicate the sports ground's overall safety performance to the local authority. This may include statistics of attendance, police, stewarding and medical deployment, and arrests, ejections and injuries.

This facilitates the local authority in observing trends and reviewing particular conditions in the safety certificate. Benchmarking statistical performance with other sports grounds can also be useful in stimulating review, initiative and improvement.

### Enforcement

The local authority have a number of enforcement options available to ensure the certificate terms and conditions are being adhered to, and in some cases, where a risk is so serious that until steps

have been taken to reduce it to a reasonable level, the admission of spectators should be prohibited or limited.

These include:

- informal warning
- prohibition notices
- reductions in capacities
- formal caution; and
- prosecution.

While the *Safety at Sports Grounds Act 1975* contains the enforcement powers in section 10, the most basic enforcement powers most widely used are the terms and conditions included in the general safety certificate issued for the stadium. These may include reducing the capacities contained with the certificate.

It is an offence under the 1987 Act to disregard any requirement contained in the certificate and it may render the holder of the certificate liable to prosecution through the Magistrates' Court, with the punishment involving a fine and/or imprisonment. Clearly these stringent penalties reflect the seriousness of non-compliance and the potential implications for spectator safety. Therefore the certificate holder must not allow any terms or conditions in either a general or special safety certificate to be contravened.

It is also an offence to admit spectators at a time when no application has been made for a safety certificate.

While procedural arrangements will vary considerably between different local authorities, it is doubtful whether the issue of such prohibition notices would be the subject of delegated powers to the case officer; it is more likely that the issue of such notices would need to be referred to the very senior officer or chairperson of the relevant committee to which they report.

### *Prohibition notices*

Section 10(1) of the *Safety at Sports Grounds Act 1975*, as amended by the *Fire Safety and Safety of Places of Sport Act 1987* (paragraph 13), enables a local authority to serve a prohibition notice on the operator of a sports ground if the local authority considers that 'the admission of spectators to a sports ground or any part of a sports ground involves or will involve a risk to them so serious

that, until steps have been taken to reduce it to a reasonable level, admission of spectators to the ground or that part of the ground ought to be prohibited or restricted'.

It is important that local authorities ensure that they have the effective machinery for the issue of a prohibition notice *urgently* should the need arise.

A prohibition notice may be served in respect of any sports ground which is defined as 'any place where sports or other competitive activities take place in the open air and where accommodation has been provided for spectators, consisting of artificial structures or of natural structures artificially modified for the purpose'. It also includes part of any such sports ground.

Considerations leading to the issuing of a prohibition notice are comparable to those seeking a court order. Therefore they should be used as a *last resort* after consultation with the ground operator has failed to secure reasonable safety improvements, and an amendment to a safety certificate (where issued) is not considered to be an effective way of dealing with the risk(s).

A prohibition notice may prohibit or restrict the admission of spectators either generally or on a specified occasion. It is therefore suited to dealing with special high-risk occasions.

The scope of any prohibition notice must be as narrow as possible in seeking to mitigate a specific risk. In this way, the authority which serves the notice, liability for any loss of trade, reputation, etc. should be limited.

The power contained in section 10 is not limited only to use during a sports event, it can be used any time a local authority considers that safety standards at a ground present a safety risk.

A prohibition notice shall specify those deficiencies which have given rise to the local authority's concerns, and shall either prohibit or restrict to a specified number, the admission of spectators to either the whole ground or a special part of the ground.

Ideally, where such problems are identified, an approach should be made to the certificate holder and/or event organiser highlighting the problem(s) and asking for their co-operation in initiating works, actions to remove the risks, etc.



Only when the request is ignored or disregarded should a prohibition notice be served. A prohibition notice can be issued to take either immediate effect, or after a specified time period, but wherever possible it should be served in time for the recipient to exercise effectively their right of appeal.

A prohibition notice may also include directions setting out the steps which the ground operator must take to in order to reduce the risks to a reasonable level.

Section 10A sets out the appeal procedures which are available against the provisions of a prohibition notice. It should be noted that the bringing of an appeal to the Magistrates' Court does not suspend the application of a prohibition order.

A copy of a prohibition notice, and any amendment to it, must be sent to the officer and authorities

listed in the *Safety at Sports Grounds Act 1975*, section 10(8), namely:

- (a) the chief officer of police
- (b) the fire authority; or
- (c) in any other case, the building authority.

Section 10(6) of the Act explains how to identify the person on whom a prohibition notice should be served.

For a specimen copy of a prohibition notice reference should be made to Home Office Circular 71/1987.

Further guidance on all enforcement powers including prohibition notices can be found in the *Guidance to Safety Certification of Sports Grounds*, available at <http://www.safetyatsportsgrounds.org.uk/pubs/sgsa/certification.php>.

# Appendix 1

## Further guidance

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DCMS, *Guide to Safety at Sports Grounds* ('the Green Guide')

FLA, *Accessible Stadia*

FLA, *Concourses*

FLA, *Control Rooms*

FLA, *Persistent Standing in Seated Areas*

FLA, *Pre-match Entertainment*

FLA, *Safety Certification*

FLA, *Safety Management*

FSDAC, *On the Sidelines*

FSDAC, *Safer Surfaces to Walk On*

FSDAC, *Seating*

FSDAC, *Stadium Public Address Systems*

FSDAC, *Stadium Roofs*

FSDAC, *Terraces*

FSDAC, *Toilet Facilities at Stadia*

FSDC, *Design-Build*

Home Office and Department for Culture, Media and Sport Circulars

Home Office, *CCTV Code of Practice*

Home Office, *Digital Imaging Procedure*

Home Office, *Exemption for In-house Football Stewards from Licensing under the Private Security Industry Act 2001 Framework*

Home Office, *Guidance Notes for the Procurement of CCTV for Public Safety at Football Grounds*

HSE, *Managing Crowd Safety in Public Venues*

HSE, *Risk Assessments*

HSE, *The Event Safety Guide*

ISE, *Dynamic Performance Requirements for Permanent Grandstands Subject to Crowd Action*

ISE, *Dynamic Testing of Grandstands and Seating Decks*

ISE, *Temporary Demountable Structures*

LDSA, *Guide to Control over Concessionaire Facilities and Other Services at Sports Grounds*

LDSA, *Guide to During Performance Inspections of Specified Activities at Sports Grounds*

LDSA, *Guide to Electrical and Mechanical Services at Sports Grounds*

LDSA, *Guide to Safety at Sports Grounds During Construction*

LDSA, *Model Safety Certificate* (word format)

LDSA, *Safety of Sports Grounds Specimen General Safety Certificate and Guidance Notes*

LDSA, *Specimen General Safety Certificate and Guidance Notes for Regulated Stands*

### Acronyms

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DCMS: Department for Culture, Media and Sport Circulars

FLA: Football Licensing Authority

FSDAC: Football Stadia Advisory Design Council

HSE: Health and Safety Executive

ISE: Institution of Structural Engineers

LDSA: London District Surveyors' Association

# Appendix 2

## Direct and associated legislation

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*Safety of Sports Grounds Act 1975*

*Sporting Events (Control of Alcohol etc.) Act 1985*

*Fire Safety and Safety of Places of Sport Act 1987*

*Safety of Places of Sport Regulations 1988*

*Football Spectators Act 1989*

*Football (Offences) Act 1991*

*Safety of Sports Grounds (Accommodation of Spectators) Order 1996*

Home Office Circular No. 150/1975 \* – This circular introduces the provisions of the *Safety of Sports Grounds Act 1975*.

Home Office Circular No. 130/1976 \* – This circular introduces the first designation order made under the provisions of the *Safety of Sports Grounds Act 1975* and provides guidance on the procedure regarding applications for general safety certificates.

Home Office Circular No 187/1976 \* – This circular provides guidance on the procedure regarding the application for a special safety certificate.

Home Office Circular No. 54/1985 \* – This circular summarises the recommendations made by the Committee of Inquiry into Crowd Safety and Control at Sports Grounds in its interim report.

Home Office Circular No. 5/1986 \* – This circular summarises the recommendations made by the Committee of Inquiry into Crowd Safety and Control at Sports Grounds in its final report.

Home Office Circular No. 7/1986 \* – This circular explains the changes to the *Safety of Sports Grounds Act 1975* brought about by the *Local Government Act 1985*.

Home Office Circular No. 71/1987 \* – This circular

introduces the provisions of Part II of the *Fire Safety and Safety of Places of Sport Act 1987*, which amended the *Safety of Sports Ground Act 1975*.

Home Office Circular No. 72/1987 \* – This circular introduces statutory guidance given by the Secretary of State on inspections of designated sports grounds under section 10B of the *Safety of Sports Grounds Act 1975* as inserted by section 25 of the 1987 Act.

Home Office Circular No. 19/1988 \* – This circular introduces the provisions of Part IV of the *Fire Safety and Safety of Places of Sport Act 1987*.

Home Office Circular No. 96/1988 \* – This circular, together with annexes A to D, introduces the provisions of Part III of the *Fire Safety and Safety of Places of Sport Act 1987* and the *Safety of Places of Sport Regulations 1988*, which came into force on 1 January 1989.

Home Office Circular No. 97/1988 \* – This circular introduces (a) statutory guidance under section 26(8) of the *Fire Safety and Safety of Places of Sport Act 1987* to local authorities in discharging their function of determining whether a stand at a sports ground is a 'regulated' stand; and (b) statutory guidance.

DCMS Circular of 16 November 1995 – The purpose of this Notice is to remind chief executives of their powers and responsibilities under section 10 of the *Safety of Sports Grounds Act 1975*, which allows local authorities to issue prohibition notices for sports grounds if they are of the opinion that spectators are likely to be at serious risk of injury. The contents of this Notice do not impose any new or additional burdens on local authorities. This guidance is of particular relevance to football grounds outside the FA Premier and Football Leagues.

## Associated legislation

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*Occupiers Liability Act 1957*

*Public Health Act 1961*

*Occupiers Liability Insurance Act 1969*

*Health and Safety at Work Act 1974*

*Local Government (Miscellaneous Provisions) Act 1982*

*Public Order Act 1986*

*Manual Handling Regulations 1992*

*Personal Protective Equipment Regulations 1992*

*Provision and Use of Work Equipment Regulations 1992*

*Workplace (Health and Safety at Work) Regulations 1992*

*Control of Substances Hazardous to Health Regulations 1994*

*Data Protection Act 1998*

*Child Protection Act 1999*

*Management of Health and Safety at Work Regulations 1999*

*Building Regulations 2000*

*Security Industry Act 2001*

*Fireworks Act 2003*

*Licensing Act 2003*

*Fireworks Regulations 2004*

*Regulatory Reform (Fire Safety) Order 2005*

*The Equality Act 2010.*



# Appendix 3

## Stakeholder involvement

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Governing bodies for individual sports generally regulate to ensure that sports grounds are accessible, enjoyable and safe. Some make rules that rely on safety certificates; safety officers and stewards being provided and compliant.

In particular, they make rules for the security of players and match officials that have implications for the safety officer, stewarding and the police.

Consultation is required to ensure that these rules do not adversely affect the terms and conditions of the safety certificate or the holder's ability to comply with them.

The International Olympic Committee (IOC) provides guidance on many sports requirements including requirement for athletes and spectators with special needs.

The Racecourse Association, formed in 1907, is the trade association for British racecourses. It provides information, training and support for racecourses.

The Racecourse Association also produced the *RCA Guide to Safety at Racecourses*. If a Racecourse considers that a particular provision within the Green Guide is not appropriate for their venue, the RCA guide advises on how to carry out a risk assessment to determine what alternative safety measures should be put in place. The RCA guide also includes sections on capacities, circulation and barriers, temporary demountable structures, and medical and first-aid provision. <http://www.britishracecourses.org/safety-at-racecourses/>

### Safety officers' associations

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A number of sports have safety associations, and an interest in achieving excellence in safety management. Examples include the following:

The **Football Safety Officers' Association** was formed in 1992 as a consequence of the Taylor Report into the Hillsborough Stadium Disaster. The aims of the Association then and now can be summarised as:

'Improving safety at football grounds by enhancing the role of safety management and the status of the safety officer within the football industry. The Association intends to achieve this by promulgating best safety management practices, enhancing the role of stewards and continually developing the expertise of safety officers.'

The **Rugby Union Safety Association** was formed in June 2005. Its aims include maintaining and improving safety at Premiership, Championship League and National League One Rugby Union grounds, and supporting members and their organisations to achieve common standards and promote best practice throughout the game, in accordance with safety requirements and legislation.

The **Rugby League Ground Safety Officers' Association** was established in April 1997 to provide a suitable forum to debate matters of mutual concern, to facilitate the sharing of ideas and practices, to discuss the training requirements of safety officers and stewards, to establish common practice in the area of ground safety procedures, and to formulate a consensus which might be applied to negotiations with all relevant authorities.

The **Cricket Safety Officer's Association** was formed in 2004 to influence change and share 'best practice' for the benefit of the sport and those attending their respective grounds. It has, since its inception, worked closely with a range of partners to achieve its aim to ensure that everyone attending a cricket match within the UK can do so knowing that the safety officers have ensured, as far as reasonably practicable, spectators' safety and enjoyment.

# Appendix 4

## During performance inspection template

---

Match \_\_\_\_\_

Date \_\_\_\_\_ K O Time: \_\_\_\_\_

Weather conditions \_\_\_\_\_

LA Duty Officers \_\_\_\_\_ *Names:* \_\_\_\_\_

Police (match control room) \_\_\_\_\_ *Name and rank:* \_\_\_\_\_

Fire Authority (match control room) \_\_\_\_\_ *Name and rank:* \_\_\_\_\_

Football Club Safety Officer/ Stadium Manager \_\_\_\_\_ *Names:* \_\_\_\_\_

Ambulance Service (match control room) \_\_\_\_\_ *Name and rank:* \_\_\_\_\_

St. Johns/Red Cross (match control room) \_\_\_\_\_ *Name and rank:* \_\_\_\_\_

Crowd Doctors \_\_\_\_\_ *Names:* \_\_\_\_\_

No. of Stewards \_\_\_\_\_

No. of St Johns/Red Cross \_\_\_\_\_

Crowd attendance \_\_\_\_\_ *Number of visiting fans:* \_\_\_\_\_

Behaviour of visiting fans \_\_\_\_\_

Numbers standing in seated areas – Home fans - H M L \_\_\_\_\_

Numbers standing in seated areas – Away fans - H M L \_\_\_\_\_

Time \_\_\_\_\_ LA Duty Officers arrived at ground  
\_\_\_\_\_ Informed by safety officer of number of stewards in attendance  
\_\_\_\_\_ Received copy of log from Safety Officer  
\_\_\_\_\_ Received copy of log from Stadium Manager

**Please tick relevant boxes to show areas visited.  
Any problems should be identified in the comments section.**

**Pre-Match Inspection:**

Segregation	<input type="checkbox"/>
Car Parks	<input type="checkbox"/>
External Circulation Areas	<input type="checkbox"/>
Emergency Vehicle Access	<input type="checkbox"/>
Stadium Boundaries	<input type="checkbox"/>
Turnstiles	<input type="checkbox"/>
South Stand	
Seating/gangways/exit gates	<input type="checkbox"/>
Concourse	<input type="checkbox"/>
Segregation line on seating deck	<input type="checkbox"/>
Segregation line on concourse	<input type="checkbox"/>
Exit gate stewards' evacuation procedure (sample)	<input type="checkbox"/>
East Stand	
Seating/gangways/exit gates	<input type="checkbox"/>
Concourse	<input type="checkbox"/>
Exit gate stewards' evacuation procedure (sample)	<input type="checkbox"/>
North Stand Lower	
Seating/gangways/exit gates	<input type="checkbox"/>
Concourse	<input type="checkbox"/>
Exit gate stewards' evacuation procedure (sample)	<input type="checkbox"/>
North Stand Upper	
Seating/gangways/staircases	<input type="checkbox"/>
Concourses Levels 1 and 3	<input type="checkbox"/>
Black Cats Bar (Level 2)	<input type="checkbox"/>
West Stand Lower	
Seating/gangways/exit gates	<input type="checkbox"/>
Concourse	<input type="checkbox"/>
Exit gate stewards' evacuation procedure (sample)	<input type="checkbox"/>
West Stand Level 1 (Sports Bar/Box Holders' Bar/Banqueting Suite)	
Exits	<input type="checkbox"/>
General	<input type="checkbox"/>
West Stand Level 2 (Premier Concourse/Box Holder Level)	
Corridor	<input type="checkbox"/>
Exits	<input type="checkbox"/>
General	<input type="checkbox"/>
West Stand Level 3 (Suites)	<input type="checkbox"/>

**During Match Inspection:**

1st Half – General inspection of concourses and exit gates (sample)   
2nd Half – General inspection of concourses and exit gates (sample)

**Post Match Inspection:**

Exits from viewing areas

**Crowd Dispersal:**

**Time**

Match Ended	_____
South Stand clear of spectators	_____
East Stand clear of spectators	_____
North Stand clear of spectators	_____
North Stand Upper Enclosure clear of spectators	_____
West Stand clear of spectators	_____
West Stand Upper Enclosure clear of spectators	_____

**General comments:**

**Signed:** .....



# Annual inspection template

## Life safety systems

..... Stadium

NO.	TYPE	LAST TEST DATE	MATTERS ARISING	RESULT			ACTION
				S	NS	NA	
1.0	Electrical tests						
1.1	Public address system						
1.2	CCTV						
1.3	Emergency telephones						
1.4	Fire alarm system						
1.5	Emergency lighting						
1.6	Turnstile monitoring						
1.7	Structural integrity (stands, floodlights, boundary defences, media platforms)						
1.8	Barrier integrity						
1.9	Fire fighting equipment						
1.10	Lightning protection						
1.11	Auxiliary power						
1.12	Lift test						

## Management – Responsibility and planning for safety

.....Stadium

NO.	SECTION	RESULTS			ACTION
		S	NS	NA	
2.1	a) Ground management's responsibility for safety b) Defines management c) Safety advisory group's role				
2.2	a) Management safety culture b) Effective safety policies				
2.3	National legislation: a) Condition of licence b) Sports ground legislation c) Fire safety legislation d) Health and safety legislation e) Disabilities legislation f) Other associated safety legislation				
2.4	Staffing Planning Monitoring and recording Risk assessment Fire risk assessment				
2.5	Safety management and the 'S' factor				
2.6	Written safety policy				
2.7	Chain of command				
2.8	Safety officer: a) Competence b) Requirements c) Deputising				

<b>2.9</b>	Staffing/stewards: a) Numbers (1 per 250) b) Training and competency				
<b>2.10</b>	Contingency plan Emergency plan				
<b>2.11</b>	Safety audit				
<b>2.12</b>	Event record keeping				
<b>2.13</b>	Policing				
<b>2.14</b>	Statement of intent/control transfer				
<b>2.15</b>	Accommodating visiting supporters				
<b>2.16</b>	Segregation				
<b>2.17</b>	Ejection and detention				
<b>2.18</b>	Safety culture promoted				
<b>2.19</b>	Ticketing				
<b>2.20</b>	Sale of refreshments				
<b>2.21</b>	Alcohol				
<b>2.22</b>	Commercial or non-sporting activities: a) Physical obstructions b) Musical presentations c) Fireworks d) Other events e) Spectator effects on structures				
<b>2.23</b>	Other management responsibilities: a) Fire safety b) First aid provisions c) Requirements of other sporting bodies for venues within the ground				
<b>2.24</b>	Arrangements between club, local authority, emergency services and health service				

## Stewarding

..... Stadium

NO.	SECTION	RESULTS			ACTION
		S	NS	NA	
3.1	a) The need for stewards b) Steward awareness				
3.2	Agreement on responsibilities between management and police (statement of intent)				
3.3	Definition of a steward: a) Trained to a recognised national standard b) Appropriately attired and equipped c) Maintaining minimum numbers (1:250)				
3.4	a) Appointment requirements of stewards				
3.5	b) Stewards status and remuneration				
3.6	Duties of stewards: a) Health and safety responsibilities b) Pre-event checks c) Directing spectators d) Assist in making ground safe e) Strategically located for control f) Recognise crowd conditions g) Assist emergency services h) Provide basic first aid i) Respond to emergencies j) Carry out emergency action as directed				
3.7	Code of conduct for stewards: a) Polite/courteous/helpful b) Smartly dressed				



	<ul style="list-style-type: none"> <li>c) Concentrate on duties during event</li> <li>d) Never wear team colours</li> <li>e) Not show reaction to pitch events</li> <li>f) Not eat, drink, or smoke on duty</li> <li>g) Not consume alcohol</li> <li>h) Not use obscene language</li> </ul>				
<b>3.8</b>	a) Control and communication				
<b>3.9</b>	b) Identification of stewards				
<b>3.10</b>	a) Visiting stewards				
<b>3.11</b>	b) Briefing and debriefing				
<b>3.12</b>	Steward documentation:				
<b>3.13</b>	<ul style="list-style-type: none"> <li>a) Introduction to ground and management</li> <li>b) General requirement</li> <li>c) Ground communications</li> <li>d) Duties before, during and after event</li> <li>e) Emergency procedures</li> <li>f) Training</li> <li>g) Contingency plans</li> <li>h) Ground regulations</li> <li>i) Fire precautions and firefighting</li> <li>j) Specific responsibilities</li> <li>k) Code of conduct</li> <li>l) Plan of ground</li> <li>m) Key safety points</li> <li>n) Notes</li> <li>o) Aide-memoire card</li> </ul>				
<b>3.14</b>	Steward training				
<b>3.15</b>	<ul style="list-style-type: none"> <li>a) Management responsibility</li> <li>b) Training programme</li> </ul>				

	<ul style="list-style-type: none"> <li>c) Carried out by competent person</li> <li>d) Assessment</li> <li>e) Record keeping</li> <li>f) Accreditation system</li> <li>g) Training exercises</li> </ul>				
<b>3.16</b>	<p>Steward personal records:</p> <ul style="list-style-type: none"> <li>a) Name and address, contact numbers</li> <li>b) Relevant qualifications</li> <li>c) Training sessions attended</li> <li>d) Events attended</li> <li>e) Duties performed/position in ground</li> <li>f) Assessment of progress</li> </ul>				
<b>3.17</b>	Standards of stewarding and the 'S' factor				

## Management – Structures and components

.....Stadium

NO.	SECTION	RESULTS			ACTION
		S	NS	NA	
4.1	Structures: a) Seated and standing accommodation b) Roofs c) Floodlight pylons d) Stairways e) Barriers f) Boundary walls and fences  Installations: a) Electrical and mechanical systems b) Public address systems c) Fire alarm system  Components: a) Seats b) Signs c) Fixtures and fittings				
4.2	Maintenance and the 'P' factor:				
4.3	a) Management to assess 'P' factor b) Agree factor with certifying authority c) Maintenance programme d) Good housekeeping				
4.4	a) Design requirement of structures				
4.5	b) Structural dynamics				
4.6	a) Construction work at existing grounds and spectators' safety				
4.7	b) Anti-vandalism				
4.8	a) Inspection and testing requirements				

<b>4.9</b>	b) 24-hour before event testing				
<b>4.10</b>	c) Before event testing				
<b>4.11</b>	d) After event testing				
<b>4.12</b>	Annual testing: a) Structures and components fit for purpose b) Structural integrity c) Barrier integrity d) Mechanical functioning e) Electrical conductivity f) Carried out by competent person				
<b>4.13</b>	Keeping records: a) Competency of tester b) Results of test c) Remedial action d) Available for inspection				
<b>4.14</b>	Plans and specifications: a) Name of ground and stands b) Building and ground layout c) Approach roads and car parks d) Entrances/exits/turnstiles e) Pitch perimeter gates f) First aid room g) Firefighting equipment h) Ambulance/doctor parking area i) Floodlight towers j) Media gantries k) Control point l) High risk areas				

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